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ABSTRACT

Residential vocational school programs have been authorized in federal legislation, and a few have been established in spite of the lack of appropriated funds. The three acts in federal legislation of primary importance to residential schools are the Vocational Education Act of 1963, and 1968 Amendements and the Economic Opportunity Act of 1964. The Job Corps, as created by the 1964 Act, involved operating residential schools, and offers data on many aspects of the problem. Other examples of residential schools revewed are the Hashell Institute in Kansas, Mahoning Valley Vocational School in Ohio, and Mayo State Vocational School in Kentucky. Residential schools provide a healthy learning and social environment for the urban disadvantaged, and an opportunity for youth in remote rural areas to receive vocational training. The residential vocational school can fill a gap in our present educational system and can play a much larger role than is currently being considered. State governments, therefore, should incorporate residential schools in their plans for vocational education. (Author/JS)

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Information

Series No. 31

VT 011 990

review and synthesis of literature on

RESIDENTIAL SCHOOLS IN VOCATIONAL AND TECHNICAL EDUCATION

ERIC

Clearinghouse on Vocational and Technical Education

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REVIEW AND SYNTHESIS OF LITERATURE ON RESIDENTIAL SCHOOLS IN VOCATIONAL AND TECHNICAL EDUCATION

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PREFACE

This *Review and Synthesis of Literature on Residential Schools in Vocational and Technical Education* is one of a series of "state of the art" papers in vocational and technical education and related fields. It should assist in identifying substantive problems for researchers, as well as providing those interested in policy and program development with a summary of legislative history, residential school development, and research findings which have application to educational programs.

As one of a series of information analysis papers released by the ERIC Clearinghouse on Vocational and Technical Education, this review is intended to provide researchers, program planners, and practitioners with an authoritative analysis of the literature in the field. Those who wish to examine primary sources of information should utilize the bibliography. Where ERIC document numbers and ERIC Document Reproduction Service (EDRS) prices are cited, the documents are available in microfiche and hard copy forms.

The profession is indebted to Catharine P. Warmbrod for her scholarship in the preparation of this report. Recognition is also due Byrl Shoemaker, director of Vocational Education, State of Ohio; and J. Clark Davis, director, Nevada Occupational Research Coordinating Unit, University of Nevada, for their critical review of the manuscript prior to its final revision and publication. J. David McCracken, information specialist at The Center, coordinated the publication's development.

Members of the profession are invited to suggest specific topics or problems for future reviews.

Robert E. Taylor
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INTRODUCTION

Residential vocational schools have been authorized in federal legislation, but such schools have not held a sufficiently high place in national priorities to have funds appropriated. Although federal monies have never been appropriated for residential vocational schools as called for in the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968, a few such schools and related programs have been established. It is the purpose of this study to identify and describe from the available literature the residential vocational programs that have been established. Their contributions, problems, successes, diversity, and needs served are analyzed and presented. The legislative history and historical context of these provisions also are documented. Although the intent of the Acts is to serve the disadvantaged and the unemployed, residential vocational schools could fill a void in our present educational system that would serve a wider segment of the population.

The library at The Center for Vocational and Technical Education and the information in the ERIC system were the main sources used in compiling material for this report. The search focused on the descriptors of "residential vocational schools" and the linking of "residential" to "vocational education," "manpower," "dropout," and "disadvantaged." The "Job Corps" was also thoroughly searched. A computer-generated search of the material in the ERIC system was very helpful. Both the library at The Center and the Public Documents Section of the Library at The Ohio State University were used to secure information pertaining to Congressional hearings, debates, discussions, and action on residential vocational schools and the Job Corps. The bibliography was taken from the aforementioned sources and using the (RIE) *Research in Education,* November 1966 to August 1970; (ARM) *Abstracts of Research and Related Materials in Vocational and Technical Education,* Fall 1967 to Summer 1970; (CIJE) *Current Index to Journals in Education,* January 1969 to April 1970; *Manpower Research Inventory* for Fiscal Years 1966, 1967, 1968; *Dissertation Abstracts,* June 1967 to April 1970; *Manpower Information Service—Current Reports; Manpower Information Service—Reference File;* and *Education Index,* July 1964 to June 1970.

There is a scarcity of literature on residential vocational schools and very little research. The purpose of this study is to bring this literature together to be of use to those involved in establishing or operating residential vocational schools, or in determining the feasibility and desirability of such programs. It is hoped also that this study will be of value to those planning further legislation concerning residential vocational education programs.

Catharine P. Warmbrod

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REVIEW AND SYNTHESIS OF LITERATURE ON RESIDENTIAL SCHOOLS IN VOCATIONAL AND TECHNICAL EDUCATION

THE ROLE OF THE RESIDENTIAL SCHOOL IN VOCATIONAL EDUCATION

Residential vocational schools are primarily of two types based upon the needs they serve. The first serves a wide geographical area where the sparsity of population necessitates a residential center to provide a diversity of vocational programs. Such residential schools are required when the distances are greater than reasonable travel for one day. Sufficient numbers of students must be drawn from a large geographic area when the population is sparse to support a range of vocational education programs. These schools can serve secondary or post-secondary students, or a combination of the two.

The other basic type of residential vocational school provides the residential feature in order to furnish a positive and new environment for learning. Disadvantaged youth whose home environments limit and restrict learning are helped to become vocationally competent by being immersed in a new environment created to provide and enhance learning experiences. These schools serve both urban and rural youth, but the focus has been primarily upon youth in urban areas.

Federal legislation as expressed in the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968 is aimed at the needs of large urban areas having substantial numbers of youth who have dropped out of school or are unemployed. This legislation called for demonstration schools, funds for state programs, and grants to reduce borrowing costs for schools and dormitories, but Congress never followed up these authorizations by appropriating funds.

A type of residential center providing vocational education for disadvantaged and unemployed youth is the Job Corps Center. The Economic Opportunity Act of 1964 authorized the Job Corps and federal funds were provided for a nationwide program. Job Corps centers have provided much data on the planning, establishment, administration, feasibility, problems, and successes of residential vocational programs for the disadvantaged. This information is valuable to others concerned with preparing disadvantaged youth for vocational competence in a residential setting. Much was learned about the youth served and their reactions to various learning environments and systems.

The residential vocational school can fill a gap in our present educational system and play a much larger role than currently being considered. Many youth benefit from the experience of going away to school to receive an education. At present this opportunity is available primarily to those seeking an academic education. A question facing those concerned with education in our society is whether this same opportunity and the benefits it provides should not also be available for those seeking vocational education.

LEGISLATIVE HISTORY AND MANDATE

The provision for residential schools in federal vocational education legislation grew out of the needs identified by President Kennedy's Panel of Consultants on Vocational Education. Their report, *Education for a*

Changing World of Work, stated that adequate provision had not been made in the country's vocational education program for youth with academic, socioeconomic, or other handicaps that prevent them from succeeding in the regular vocational education program. The Panel also identified that increased support for vocational and technical education was needed for youths who have dropped out of school or are unemployed. Although these needs were identified, they did not make a specific recommendation that programs be provided through residential vocational schools.

Vocational Education Act of 1963

The report spurred the creation of the vocational education portion of the legislation submitted to Congress January 29, 1963, following President Kennedy's message to Congress on education. The original House (H.R. 4955) and Senate (S.580) bills did not include the provision for residential vocational schools. The Senate included this provision after Commissioner of Education Francis Keppel submitted new draft proposals to Congress in June of 1963. The Senate Amendment provided for several experimental, residential, vocational education schools and authorized funds for some. In his testimony before the Education Subcommittee of the Senate Committee on Labor and Public Welfare, Commissioner Keppel said the new proposals would supplement the vocational programs proposed earlier in S.580 "in order to accelerate the rate at which our fellow citizens—and particularly our minority groups in urban and other areas suffering from a high incidence of school dropouts and youth unemployment—may gain marketable job skills and, consequently full membership in the community of trained manpower needed by our dynamic economy." (U.S. Congress, Senate, *Congressional Record,* 1963, p. 12925.)

The Commissioner's proposals were based on the recommendations in President Kennedy's message to Congress on June 19, 1963, dealing with civil rights, job opportunities, and education. In this message, President Kennedy asked "That the pending vocational education amendments, which would greatly update and expand the program of teaching job skills to those in school, be strengthened by the appropriation of additional funds, with some of the added money earmarked for those areas of a high incidence of school dropouts and youth unemployment, and by the addition of a new program of demonstration youth training projects to be conducted in these areas." (U.S. Congress, Senate, *Congressional Record,* 1963, p. 11160.)

The amended S.580 with the provision for residential vocational schools passed the Senate on October 8, 1963, and went to conference with the House. In House debate Republican members criticized the experimental residential vocational schools because they felt such schools would provide "the most direct federal intervention in education that it is possible to contrive." (U.S. Congress, *Congressional Quarterly,* 1963, p. 210.) However, the conference report (H. Rep. 1025), still containing the residential

vocational school provision, was agreed to by the House on December 12 and by the Senate on December 13. H.R. 4955 was signed into law on December 18, 1963, and became Public Law 88-210, called the Vocational Education Act of 1963.

Sections 14 and 15, Part A, of the law are recorded below:

Residential Vocational Education Schools

Sec. 14. For the purpose of demonstrating the feasibility and desirability of residential vocational education schools for certain youths of high school age, the Commissioner is authorized to make grants, out of sums appropriated pursuant to section 15 to State boards, to colleges and universities, and with the approval of the appropriate State board, to public educational agencies, organizations, or institutions for the construction, equipment, and operation of residential schools to provide vocational education (including room, board, and other necessities) for youths, at least fifteen years of age and less than twenty-one years of age at the time of enrollment, who need full-time study on a residential basis in order to benefit fully from such education. In making such grants, the Commissioner shall give special consideration to the needs of large urban areas having substantial numbers of youths who have dropped out of school or are unemployed and shall seek to attain, as nearly as practicable in the light of the purposes of this section an equitable geographical distribution of such schools.

Authorization for Sections 13 and 14

Sec. 15. There is authorized to be appropriated for the purpose of carrying out the provisions of sections 13 and 14, $30,000,000 for the fiscal year ending June 30, 1965, $50,000,000 for the fiscal year ending June 30, 1966, and $35,000,000 for the fiscal year ending June 30, 1967, and the succeeding fiscal year. The Commissioner shall determine the portion of such sums for each such year which is to be used for the purpose of each such section. (U.S. Congress, House, *Vocational Education Act of 1963,* Pub. L. 88-210, 88th Cong., 1st sess., H.R. 4955, p. 12.)

The contribution anticipated by this provision to school dropouts and unemployed youths and those with academic, socioeconomic, and other handicaps was never realized since appropriations were not made to fund residential vocational schools.

Economic Opportunity Act of 1964—The Job Corps

A form of residential vocational schools, Job Corps Centers was created and funded by the Economic Opportunity Act of 1964. The Job Corps was established to prepare youths, aged sixteen through twenty-one, for the responsibilities of citizenship and greater employability. Residential centers were provided where vocational training, general education, and

useful work were the basic activities. The rationale behind the residential centers was that rehabilitation through vocational training and education could best be achieved by removing disadvantaged youth from their home environment. The statement of purpose of the Job Corps in the Act (Sec. 101) says, "The purpose of this part is to prepare for the responsibilities of citizenship and to increase the employability of young men and women aged sixteen through twenty-one by providing them in rural and urban residential centers with education, vocational training, useful work experience, including work directed toward the conservation of natural resources, and other appropriate activities."

The emphasis on work directed toward conservation of natural resources is a reminder of the Civilian Conservation Corps of the thirties. The CCC also had residential centers and provided training and useful work, but the forces forming them were very different. The great depression produced the CCC when deprivation and need were widespread throughout a cross-section of the population. In contrast, the Job Corps was created to meet the needs of a relatively small segment of youth who were not able to participate in the main stream of society due to educational deficiency and deprived environments. While the CCC mainly provided work activity, the emphasis in the Job Corps is upon training to be able to secure and hold employment. (Levitan, 1967)

The concept of residential centers for disadvantaged youth had been included in proposed legislation before. Senator Hubert H. Humphrey introduced such a bill in 1957 but it did not receive support. In 1959 a bill authorizing conservation camps for youth did pass the Senate but received very little support in the House. The concept gained momentum in 1963, but not success, as the problem of unemployed youth increased. (Levitan, 1967)

The Economic Opportunity Act of 1964 creating the Job Corps stressed residential centers where youth could receive educational and vocational training. The conservation groups were able to force an inclusion that 40 per cent of the male enrollees be assigned to conservation centers. This caused much criticism that such work experience would have little relevance for preparing youths for the world of work. (Levitan, 1967)

Two types of residential centers have been developed, the Urban Job Corps and the Rural Job Corps. Manpower Information Service reports that the former is designed for youth with a reading achievement of sixth grade level or better and it emphasizes vocational training. The Rural Job Corps Centers emphasize basic education and the development of rudimentary work skills.

To run the urban centers, the Job Corps initially turned to private firms—including such corporations as G.E., IBM, Litton Industries, RCA, and Westinghouse. Of the twenty-eight original urban centers, seven were operated by universities or nonprofit organizations. The majority of the conservation centers were operated by the Departments of Agriculture and Interior on a contract basis with only seven of the eighty-two conservation centers run by states.

A subsequent amendment to the Economic Opportunity Act required that 50 per cent of the enrollees be women. Community relations problems prompted another amendment in 1967 requiring the OEO to establish mutually beneficial relationships between Job Corps Centers and surrounding communities. Public criticism of the high cost of operating Job Corps Centers caused Congress in 1967 to impose a ceiling of $7,500 per enrollee and lowered it to $6,900 the subsequent year.

Since its creation in 1964, the Job Corps was administered by the Office of Economic Opportunity until mid-1969. At that time it underwent a major reorganization and was transferred from OEO to the Labor Department's Manpower Administration. Fifty-nine Job Corps Centers were closed, including fifty conservation centers. This left fourteen of the original urban centers and thirty-two conservation centers. Thirty new inner city centers were scheduled for opening which would place increased emphasis on industrial jobs and job placement. These would offer nonresidential as well as residential training. This pared the fiscal 1970 Job Corps budget down to $180 million, a reduction of $100 million. By July 1969, enrollment was reduced to nineteen thousand, a reduction of fourteen thousand from the preceding year. The thirty new inner city centers plan for 4,600 more enrollees. These changes reflect the continued problems which affected the Job Corps since its beginning. (Manpower Information Service, *Reference File,* 21:1171)

Under President Nixon's administration, the Job Corps was first slated to be abolished. The decision was rescinded and instead the Job Corps was restructured and cut back. The program was given a new manpower emphasis and called "Residential Manpower Centers." From this the program became more community oriented and the name changed to Community Job Corps Centers. There was a new emphasis on counseling and a shift toward remaining close to the enrollee's home community. The size of the Centers was greatly scaled down to between 200 and 350 enrollees. "Mini-centers" named Residential Support Centers that only enroll twenty-five also have been established. (Manpower Information Service, *Current Reports,* Dec. 3, 1969.)

Proposed Vocational Education Amendments of 1966 and 1967

The Hearings on the Vocational Education Amendments of 1966 (H.R. 15444 and H.R. 15445) before the General Subcommittee on Education, of the Committee on Education and Labor of the House of Representatives included testimony and statement by Don E. Watson, Director of Mahoning Valley Vocational School in Ohio. Mr. Watson's testimony on the financing, program, and accomplishments of this residential vocational school appeared to impress the Committee members. This school has served as a model and has demonstrated what could be done. In his recommendations (p. 467) Mr. Watson urged that, in addition to the implementation of the provision in the 1963 Act, new amendments be made to permit the use of construction funds to provide residential facilities in area vocational

centers. He based this recommendation on the necessity of having residential facilities to provide vocational education in sparsely populated areas and also to implement programs on a statewide regional basis similar to that provided at Mahoning Valley Vocational School. (U.S. Congress, House, Committee on Education and Labor, 1966, p. 467.)

The Vocational Education Amendments of 1966 as contained in these bills (H.R. 15444 and H.R. 15445) would have increased the amount authorized for Residential Vocational Schools but they were never enacted into law. The same is true of the history and fate of the amendments proposed in the Vocational Education Improvement Act of 1967 (H.R. 8525). The Hearings (Part 2) before the General Subcommittee on Education in the House on the proposed 1967 Vocational Education Amendments contain correspondence comparing the experience and results of the Mahoning Valley Residential Vocational School in Ohio with that of various Job Corps Centers (pp. 684-691). Job Corp Director Sargent Shriver stoutly defended the Job Corps' record as compared with the Ohio school, while the Mahoning Valley letters testified to the program the school was able to provide which got good results at a lower cost. (U.S. Congress, House, Committee on Education and Labor, 1967.)

Vocational Education Amendments of 1968

The "Highlights and Recommendations from the General Report of the Advisory Council on Vocational Education" published under the title *Vocational Education, the Bridge Between Man and His Work, Publication 1,* provided impetus for the expanded authorizations for residential vocational schools in the Vocational Education Amendments of 1968. The Report stated that although residential schools were authorized by the Vocational Education Act of 1963, their feasibility or desirability could not be proved since Congress never appropriated funds to establish such schools. The experience with the Job Corps, a few residential programs run by vocational educators under MDTA, and residential experience in junior colleges demonstrate that there are those whose home and neighborhood environments make training away from home desirable. It was pointed out that a large number of potential students live in isolated areas of limited population where a meaningful vocational education curriculum is impossible. The total enrollment in Job Corps Centers and MDTA residential projects meets only a fraction of the need. The Advisory Council declared that the failure to carry out the original intent of the Act was a mistake which should be corrected by making residential schools widely available. (U.S. Congress, Senate, *Vocational Education, the Bridge Between Man and His Work,* 1968.)

Residential vocational education centers as authorized in the Vocational Education Act of 1963 were recommended, also, in the *Report of the Committee on the Administration of Training Programs* (1968). The Committee rendering this report was established by Public Law 89-787 pursuant to the request of Congress. The Committee specifically recommended that "Residential Vocational Education Centers as authorized

under the Vocational Education Act of 1963 should be set up in local communities to serve disadvantaged youths who have need for both occupational instruction and a different living environment, but who are now served only by distant Job Corps Centers. The age group served by the Job Corps should be raised to a minimum age of seventeen." (p. 25)

The Report stated that residential vocational education schools could combine occupational instruction, proximity to the trainees' home town, a better learning environment than the home provides, and effective job placement. These residential centers would not be a replacement for the Job Corps program, but would make a similar educational contribution. The Committee suggested that residential vocational education may be both more beneficial to the individual than the Job Corps and less costly to the public. They quote the Job Corps as having the highest cost per trainee of any program they studied (estimated to be $6,700 in 1967).

Bills entitled the "Vocational Education Amendments of 1968" were introduced in the House and Senate in July 1968. House bill (H.R. 18366) amended by the Senate was agreed upon by both bodies and became Public Law 90-576 on October 10, 1968.

Title I, Part E, Sections 151, 152, and 153 provide for Residential Vocational Education Schools. This provision is a carry over from the Vocational Education Act of 1963 which was never funded. However, as described below the 1968 Amendments expanded and added several provisions that were not included in the prior Act.

Sec. 151. *Demonstration Schools*
Such schools are authorized for youths fifteen to twenty-one years of age. The Commissioner is authorized to give special consideration to urban areas. The amounts authorized to be appropriated for this purpose are $25 million for the fiscal year ending June 30, 1969, $30 million for the fiscal year ending June 30, 1970, $35 million for fiscal 1971, and $35 million for fiscal 1972.

Sec. 152. *Grants to States*
Grants to states are authorized to provide Residential Facilities for Vocational Education for youths fourteen to twenty-one years of age. The amounts authorized are $15 million each year for the fiscal years ending June 30, 1969, and June 30, 1970. The funds may be used for a Federal share not to exceed 90 per cent of planning, construction, or operating costs.

Sec. 153. *Grants to Reduce Borrowing Costs for Schools and Dormitories*
The Commissioner is authorized to make annual grants to State Boards, colleges, and universities, and to public educational agencies (upon approval by the State Board) to reduce the cost of borrowing funds for the construction of residential schools and dormitories.

Title III, Sec. 308, of the Act calls for a study of the feasibility and means by which Job Corps facilities and programs might be combined with

the program of Residential Vocational Education authorized by this Act. This section is recorded below:

"Job Corps Study"

Sec. 308. (a) The Commissioner of Education is authorized and directed to make a special study of the means by which the existing Job Corps facilities and programs established under the Economic Opportunity Act of 1964 most effectively might, if determined feasible, be transferred to State or joint Federal-State operation in conjunction with the program of Residential Vocational Education authorized by part E of the Vocational Education Act of 1963.

(b) The Commissioner shall consult with other Federal officers, State boards of vocational education, and such other individuals and make a report of his findings and recommendations to the appropriate committees of the Congress not later than March 1, 1969.

The Conference Report stated that the provision for this study does not indicate that conferees recommend an alteration in the present Job Corps administration. It merely represents the desire of the conferees to enable the appropriate committees and the Congress to review effective options in increasing manpower training opportunities.

Although the study has been made, it never has been submitted to the appropriate committees in Congress. The Report is being held in the Department of Health, Education and Welfare.

Residential Vocational Schools were not funded for fiscal year 1969 or 1970. For fiscal 1971 the appropriations bill that passed the House of Representatives (H.R. 16916) did not contain funds for these schools. The Senate Committee on Appropriations did include $4 million for demonstration residential vocational schools. The final bill agreed to in Conference Report was vetoed by President Nixon, but the veto was overridden by the House and Senate and became law on August 18, 1970. The bill did not earmark any funds for Residential Vocational Schools, but the Senate and House conferees did add in the bill an extra $4 million under the line item of experimental schools in the research and training appropriations. This had been pressed for by Senator Mansfield. As recorded in the *Congressional Record* of July 28, 1970 (pp. S12238—S12239), in the discussion in the Senate, Mr. Magnuson and Mr. Cotton pointed out that it was the intent of the conferees, i.e. Congress, that the $4 million added to line item of experimental schools should be used for a Residential Vocational School at Glasgow Air Base in Montana. The discussion made it clear and put it in public record that it was the intent of Congress that this was the intended use of the funds, and that it was up to the Secretary to use his discretion in the allocation of funds to provide for this. This allocation may provide for the establishment of one particular school, but it is not expected to be considered under the aegis of Sections 151 or 152 of the Vocational Education Amendments of 1968.

The provisions of Sec. 152 of the 1968 Amendments authorizing appropriations for grants to states to provide residential vocational education facilities and the provision under Sec. 153 for interest subsidies for residential schools were specified to expire June 30, 1970. The extension of these provisions until June 30, 1972, was included as part of the Act to renew elementary and secondary provisions (H.R. 514). This Act was passed by both the House and Senate and signed into law on April 13, 1970, becoming Public Law 91-230. In debate in the House for this renewal, Rep. Ed Edmondson of Oklahoma testified that "residential vocational education schools are important to those youngsters who must travel a great distance to school or who, for one reason or another can only succeed when they are removed from their present environments. Oklahoma State Tech, at Okmulgee, Okla., is a splendid example of such school and its success." His colleagues agreed sufficiently to extend these authorizations to 1972. (U.S. Congress, House. *Congressional Record.* Dec. 16, 1969, p. H12516.)

Although the educational concept of residential vocational schools was embraced by educators and legislators which produced its inclusion in public laws, the commitment has not been sufficient to provide funds. The National Advisory Council on Vocational Education (1970) in its *Third Report* recommended that the residential school provisions of the 1968 Vocational Amendments be funded. They declared,

> School authorities must be given on an experimental basis, an opportunity to demonstrate that residential schools with career preparation geared to disadvantaged youth can provide a worthwhile investment.
>
> By enacting the 1968 Vocational Amendments, Congress declared its intent that a better society, based upon educational opportunity, should be built. Intent, however, even when it is the law of the land, does not alone bring action. The disadvantaged of this country have made it clear that they are tired of intentions which are not backed by adequate funds or by a genuine national concern. Eighteen months have gone by since the passage of the Vocational Amendments, and progress has been slow. Strong Executive leadership designed to translate intent into concrete, workable programs is due. The disadvantaged will no longer accept promises.

It appears the time has come when Congress must make a clear decision on whether or not national priorities include residential vocational schools for those who cannot receive educational benefits in their home or neighborhood areas, either because they cannot cope in that environment, or because distances and resources do not permit such facilities. One expression of this decision will be revealed when the 1972 Vocational Education Amendments are written. This is when authorization for Residential Vocational Schools must again be made by Congress.

Dr. Charles Nichols, Director of the Work Opportunity Center in Minneapolis, in testimony before the House General Subcommittee on

Education on the Vocational Education Amendments of 1969, which died in Committee, quoted what one of his students told him to tell the Committee, "You have been saving money at a terrific cost for years. When are you going to halt this foolish practice?" Dr. Nichols felt this lad had well summed up the situation. (U.S. Congress, House, Committee on Education and Labor, *Hearings on Vocational Education Amendments of 1969,* p. 57.)

ESTABLISHED PROGRAMS OF RESIDENTIAL VOCATIONAL EDUCATION

Although Federal funds have not been available for the expressed purpose of establishing residential vocational schools, a few such schools have been operating in the country. They are mainly financed by state and private money with some assistance from MDTA funds and other Federal programs for the disadvantaged. In some schools students are charged for tuition, board, and room. The information available in the literature about such programs is very scarce. The reports that do exist indicate various types of residential schools operating to prepare their students for employment and to provide a helpful living environment to effect changes in attitude and social behavior. The emphasis may be on serving disadvantaged youth; others provide youths in sparsely populated areas the opportunity of going away to school to acquire a marketable skill, or perhaps a blending of the two. These programs involve both the high school and post-high school years. The range of Job Corps programs also provides much data. There are also examples of short term or summer in-residence programs.

Haskell Institute, Lawrence, Kansas

An early form of a residential vocational school that is federally financed is the Indian boarding school. The Haskell Institute is a United States government school for Indians established in 1884, one of the oldest boarding schools for Indians in the United States. It is operated under the Bureau of Indian Affairs in the Department of Interior. The school has over a thousand students from ninety tribes in thirty states. It offers post-high school training in twenty-four vocations and a complete business course. Courses are organized to maintain a proper balance between shop and classroom instruction and on-the-job training. The 320-acre campus contains approximately one hundred buildings.

To enroll, students must possess at least one-fourth degree Indian blood, have approval of Agency officials, and be high school graduates. High school transcripts must indicate ability, aptitude, and proper prerequisites. All students work on institutional detail for room and board and receive free tuition, books, and supplies. (*The College Blue Book* 1969/70, Vol. 3, p. 251.)

Mahoning Valley Vocational School, Ohio

A residential center often held up as the model of what can be done in residential vocational education is the Mahoning Valley Vocational School in Ohio. Watson (1966), Director of the school at the time, gave an excellent and thorough report on the school, its background, program, and students in testimony in 1966 before the General Subcommittee on Education in the House of Representatives when they were considering the Vocational Education Amendments of 1966. He stated that the school's purpose was to provide to the disadvantaged youth of Ohio a broad vocational and basic education program coupled with a controlled environmental situation.

The school opened July 29, 1964, as a pilot experimental school for disadvantaged youth between the ages of sixteen and twenty-one. The school was supported through the efforts of several cooperating agencies. The nonprofit Mahoning Valley School Corporation was established to handle funds made available by the Leon A. Beeghly Foundation. These funds were used to handle the on-site residential phase of the program and to handle funds allocated under the Manpower Development and Training Act for local expenditure. The school was located on part of an active U.S. Air Force base near Youngstown, Ohio. Mr. Watson expressed his appreciation for the fine cooperation of the Air Force in their shared facilities. The Division of Vocational Education in the Ohio Department of Education was responsible for the development of the concept and for the establishment of the school. They were responsible for the approval and direction of educational programs at the school. The Ohio State Employment Service, Bureau of Unemployment Compensation, was involved in the planning of the school from the beginning. They selected and referred students eligible for subsistence funding under MDTA and were responsible for placement and follow-up of graduates. The Bureau of Vocational Rehabilitation provided assistance for medical, dental, and emotional problems of students deemed eligible for such services. In 1966 the average enrollment was approximately 425, with a yearly total of 900. The students were trained in one of fourteen different vocational areas. The courses were either six or twelve months in length depending on the complexity of the vocational area. The job placement rate was approximately 80 per cent.

The trainees were housed in four comfortably furnished dormitories. Meals were served cafeteria style in the large dining hall under the management of dietetic and food preparation experts. A recreation program was offered year around providing sports activities, trips, entertainment, and clubs.

The vocational education phase was designed to provide the opportunity for all trainees to develop a saleable skill in their respective vocational areas. All the vocational programs were approved by the Ohio Division of Vocational Education. The basic education unit supplemented the job preparation of a vocational trainee by strengthening mathematical, reading, and communication skills. It also offered special services to assist in overcoming certain hearing and speech handicaps, to make trainees

more aware of health and safety and their effects on the future, and to eliminate or correct a possible job handicap through instruction in driver education. The programmed learning center enabled trainees to receive more advanced training, as well as more diversified education, on an individual basis. Programs in the learning center were self-instructional courses. There was also a library connected with this center.

Leeper (1967) described the student personnel and counseling program at Mahoning Valley. The professional staff included trained guidance and counseling personnel, residential staff, dorm leaders, a psychologist, and a minister and priest. Medical services also were provided. Leeper stated that at the culmination of the training program, the residential staff and guidance counselors prepared a written evaluation of each student's accomplishments while in the housing phase of training to give to the employment service to enable them to have a total picture of the youths who were trained socially as well as vocationally.

Shoemaker (1968) cited per pupil training costs at Mahoning Valley for the first two years. These costs were computed to include both training costs and trainee allowances. Training costs include instructional, guidance, and administrative costs, including equipment, supplies, and facilities. The average training cost for the average period of study was $1,058 per pupil. Allowance costs refer to trainee allowances, subsistance, and transportation and averaged $1,528 per pupil. Since very few of the trainees stayed for the whole year, the costs were computed on an annual basis. Based on an estimated training year of forty-eight weeks, the per-pupil training and allowance costs were computed at $5,047.

Financial aid which allowed many youths not eligible for MDT trainee allowances to remain in school came through the residential work-study program funded under the Vocational Education Act of 1963. Students in the program were paid for such work as cafeteria helpers, typists, clerks, mailboys, custodian and groundkeeper assistants.

Shoemaker lauded the dedicated staff and up-to-date equipment, but lamented the lack of funds to create a broader program and to improve the quality and quantity of facilities.

A Report on Ohio's Pilot Residential MDTA Program by Edgar (1967) is a comprehensive study and appraisal of the Mahoning Valley Vocational School. The researchers examined the effectiveness of the school in terms of its plant, programs offered, job placements, and the degree of vocational success achieved by its graduates and its terminated trainees. Permeating the report, its conclusions, and recommendations was the problem of inadequate funding. Most problems were created by the nature of the MDTA law under which the school operated and by the funding procedures and policies of state and regional offices.

By August 1970, lack of funds caused the demise of this school which has served an important role as a pilot project and model of a residential vocational school. The Department of Labor stopped its funds for the program and the school was forced to close.

University of South Florida Program for Young Migrant Farm Workers

Orsini (1968) reported on an attempt to prepare disadvantaged students from migrant farm worker families to move into the middle class culture in a special program at the University of South Florida at Tampa. This federally-financed high school equivalency program is for teenage migrant laborers from poverty families who are between the ages of seventeen and twenty-two. The purpose is to help students get a quick high school diploma and a set of skills they can use to get a good job. It is pre-employment grooming. Most of the students are Negro, with others being Spanish-speaking or from rural Florida, and about equally divided between boys and girls.

They live in an apartment-dormitory complex on the University of South Florida campus. The emphasis is on getting the high school equivalency diploma, with a strong stress on speech. The students are taught standard English as a second language. The project director said that if the students speak with the Southern Negro dialect, they are not going to get very far, so they are taught to modify their speech.

At the time Orsini wrote this article, it was hoped to include vocational courses beginning the next quarter. They did not have funds in the budget but were considering a tie-in with the public school system. They did provide typing and business machine courses.

The project was described as a living laboratory where the impact of the two cultures and the resulting change in attitude can be watched. This is the contribution of the change-in-environment, in-resident aspect of the learning situation.

Tuskegee Institute Retraining Project

Another experimental project that revealed the importance of change of environment on learning and achievement as provided by on-campus living was undertaken at Tuskegee Institute in Alabama. The purpose was to train a sample of culturally deprived, functionally illiterate male heads of households. The one-year project provided vocational skills (Brick-masonry, carpentry, farm machinery, and meat processing); academic skills (mathematics, English, and remedial reading); group, individual, and family counseling; medical care; and job development, placement, and follow-up services. The investigators of this experimental project were of the opinion, as were the developers of the Florida program, that training in the communication skills is as important as training in the vocational skills. They stated that the trainees also appreciated this fact by the time the training program was over.

Fifty per cent of the trainees lived on campus while the other 50 per cent commuted. The resident trainees performed significantly better than did nonresident trainees. Nonresident trainees were more difficult to work with, were absent more often, showed less regard for personal characteristics, and had more problems. The report indicated that where feasible, projects of this nature should have all trainees in residence.

Special English and mathematics courses were designed for each vocational skill. For example, trainees enrolled in carpentry spoke the language and worked the mathematics unique to carpenters, and the same is true for all other areas. They found this procedure advantageous in reducing absenteeism and creating interest on the part of the trainee. Nothing was taught to the trainee in abstract form; instead, he was able to relate the activities in the classroom to the activities in the shop.

Oklahoma State Tech, Okmulgee, Oklahoma

Most of the existing and past programs of residential vocational education have been to serve the disadvantaged and unemployed, but Oklahoma State Tech serves a different function and a different clientele. The Director and Dean of the school, Wayne W. Miller (1968) said, "We cannot and must not slant our total residential effort toward the disadvantaged." Oklahoma State Tech offers its students a status symbol equal to that of "going off to college," and provides indepth general education related to the vocational-technical curriculum. It is a branch of Oklahoma State University and is the largest two-year post-secondary institution in the state. Miller believes its success is due largely to its university affiliation, its clear cut industrial education approach, its 125 industrially experienced instructors, and its more than six million dollars' worth of training aids. Students are recruited from the entire state. Admission is open to any student who is a high school graduate, or who is 17½ years of age and capable of making progress in his career choice. There are about 2,500 in-residence, day-program students and a total of 3,258 students enrolled in 1967-68. A typical campus life exists.

Miller (1968) summed up the philosophy of the school when he said, "The graduate must satisfy industry and the training program must consider the full potential of the individual. Short-term courses designed to fill low-level entry jobs only cannot be the primary purpose of a residential vocational school. To attract capable high school graduates, we must offer a quality program that will lead to a successful future."

North Georgia Technical and Vocational School

This is a public two-year institution at Clarksville, Georgia, offering pre-employment programs and short extension courses. High school graduation is desired but not mandatory for entrance to all courses but is required for technical courses. The minimum age for admittance is sixteen. The pre-employment programs prepare students to enter positions in technical, skilled, business, and health occupations. The extension courses are designed to help employed workers and the unemployed to increase their knowledge and skills or to learn new skills. Seven hundred students were enrolled in 1968-69. There is no tuition for Georgia students, but there are charges for room, board, and laboratory fees. Out-of-state students must pay tuition.

The school is located in an attractive mountain setting. There are eighteen buildings on a thirty acre campus. Dormitory facilities are available for 350 men and 170 women, and the school also contains a dining hall, laundry, gymnasium, swimming pool, canteen, and facilities for many outdoor recreational activities.

Most of the students applying for admission are accepted. Forty-five per cent of the student body graduated in the top half of their high school graduating class, and over half receive some form of financial aid. Special programs are offered for the culturally disadvantaged. (*The College Blue Book* 1969/70, Vol. 3, p. 144.)

A Cooperative Residential Training Project for Mothers Receiving Public Assistance Grants for ADC (1968)

This final report told how the Residential Training Center for ADC Mothers was formed to provide for the social and vocational rehabilitation of selected mothers who were receiving Aid to Department Children grants through the District of Columbia Department of Public Welfare. Mothers chosen for the project were brought together with their children to live in a special facility until they had profited from this social and vocational rehabilitation service sufficiently to be able to secure and accept full-time employment and become socially and economically independent. The program was one of reeducation for living and vocational training for physically and mentally handicapped young mothers with dependent children. The residential setting furnished adequate shelter, food, medical attention, and recreation. The building utilized for the Center was a former branch of the Phyllis Wheatly YWCA located in a well established residential neighborhood on a busy thoroughfare. Sixty rooms provided residential quarters for thirty-six mothers and sixty children. The building also housed classrooms, a modern kitchen, dining rooms, laundry, home economics laboratory, a furnished model apartment used for teaching purposes, children's nurseries, and offices for the staff. In the immediate neighborhood were schools, churches, and playgrounds. It officially opened in 1961 and provided an opportunity for mothers to start a new pattern of life. This report deals with the first three years the program was in operation.

The program provided orientation and work conditioning, home management, food preparation, child care, job conditioning, and health for family living. After this basic training the mothers engaged in supervised prevocational work tryouts. Then the client was assigned to a work situation for training according to her vocational objective. She was tested and counseled by the Department of Vocational Rehabilitation and the State Employment Service. Training provided was in the Center, on the job, or in a school for longer-ranged, more technical training. They were placed in employment when evaluated as ready.

This well planned cooperation among many agencies and community services resulted in a program that achieved outstanding success in meeting

its objective of social and economic independence for these mothers. During the first three-year period, 278 trainees enrolled at the Center and 230 completed training. The 1968 report of this project stated that 180 were in substantially gainful employment and were receiving wages which averaged more per month than the average ADC grant. The major significant feature of the program was that these employed mothers were given an opportunity for a new look on life and they were able to break the self-perpetuating, vicious cycle of poverty and dependency. Getting off public assistance prevented the mothers and their children from developing deeper psychological problems as well as becoming a continuing economic burden to be supported by taxpayers.

A Public Junior High Residential Annex, Washington, D.C.

The District of Columbia has established a Model School Division which serves the inner-city public schools of Washington. One of its special goals has been the development of new programs to improve the learning potential of some 16,500 disadvantaged students. A new program which is planned is a residential junior high school. The residential annex of Shaw Junior High School is planned for girls living in home environments so threatening to their school success and safe development as to warrant community intervention in their lives. The annex will be in a building owned by and attached to a YWCA and it will be operated by Family and Child Services. The girls will live at the house, assume a share in the tasks of running the house, go to school, participate in guidance and treatment activities, enjoy recreational facilities in the house and YWCA, and maintain ties with family and community.

The major difficulty faced by the Model School Division is the constant uncertainty about funding and other support from the Board of Education. (Hansen and Nickens, 1967)

A Summer In-Residence Program for Disadvantaged H.S. Students

Lachica and Tanner (1967) reported on an in-residence summer program at Columbia University designed to overcome educational deficiencies and to develop improved attitudes. Although this program was not vocationally oriented, the experience of this pilot program can contribute to an understanding of what the in-residence aspect offers in changing attitudes and increasing motivation. During the spring of 1965, 579 disadvantaged boys and girls from New York City schools were selected on the basis of earlier school performance and severe socioeconomic handicaps, plus counselor and teacher recommendations. An experimental group of 145 students randomly chosen from the group was given a special eight-week, in-residence summer program on the Columbia University campus. This was part of the Upward Bound program, which was followed up by a special school-year program given in five high school development centers. The control group was exposed to only the special school-year program.

The two groups were compared at the end of the school year for grades, Regents examination scores, attendance, and dropouts. The experimental group with the summer in-residence training and experience (the Upward Bound students) showed a slight advantage. They obtained significantly higher grades and had a lower dropout rate at the close of the first academic year. The purpose of this program was to prepare and motivate disadvantaged youth for college. The findings revealed that changing the learning environment did make a difference in achievement, attitude, and motivation.

Southern Ohio Manpower and Technical Training Center at Jackson

The unique feature of this residential vocational school is that it has no dormitories—it houses its students in private homes in the community. The small city of Jackson has opened its homes to students for fees agreed upon by householders and the administrators of the program. This way the center has been able to accommodate both men and women, and youth and adults. The students, who are unemployed, are brought together from sparsely populated sections of southern Ohio.

Shoemaker (1968) reported that the Center has been in operation since January 1964 and has an average enrollment of 250 students. Its goal is to increase the employability of people in southern Ohio. It offers courses in a variety of occupational areas and also provides basic education. The Center is funded by the MDTA and the Area Redevelopment Act providing funds to Appalachian counties. Cooperating agencies include the Jackson City Board of Education, the Division of Vocational Education of the State Department of Education, the Ohio State Employment Service, and the Bureau of Unemployment Compensation.

Mayo State Vocational School, Paintsville, Kentucky

Ramey (1968) described this school in eastern Kentucky established in 1928. The school took over the buildings of an old seminary and this provided the dormitory for residential living. Mayo offers training for out-of-school youths and adults, one-year for high school students, and MDTA training. It also operates four extension centers in the surrounding area. It has a long history of almost 100 per cent placement. Eighteen courses in the trades, crafts, and business are offered. There are about six hundred students enrolled, 30 per cent of whom are girls. There are no residential facilities for girls, however. The costs for the students are kept to a minimum. There is a $5.00 registration fee and a $4.00 monthly tuition fee. Meals and books are sold at cost. The fee for each boy in the dormitory is $10.00 per month.

Ramey, the director of the school, stressed the importance of the dormitory to the program. He felt it matures the student to live away from home and provides a socializing experience. He would like additional dormitories for boys and to have residential facilities for girls.

Boys Residential Youth Center, New Haven, Connecticut

This program was established to explore the potential and significance of an inner-city residential youth center for assisting disadvantaged youth to benefit maximally from training or employment. From this it was hoped to gain a better understanding of the home-family obstacles to successful training and work adjustment of these youths and of the tools and techniques needed to overcome these obstacles. The New Haven project stressed (1) a homelike atmosphere with a two-way "open door" policy with the surrounding community, (2) keeping the Center within the inner-city ghetto, (3) coordination of services for the youth and his family, (4) job training and placement in conjunction with the residential program, (5) use of indigenous nonprofessionals to help residents with problems, and (6) the use of a self-help concept based on the pride and self-determination of these youths. Results of the follow-up work of the Center's enrollees point to the overall success of the program.

A Training and Research Institute for Residential Youth Centers, Inc., has been established recently through the Manpower Administration of the U.S. Department of Labor, and additional residential youth centers are being established presently in Flint, Michigan; Bridgeport, Connecticut; Boston, Massachusetts; Cleveland, Ohio; and Trenton, New Jersey. (Brandon, 1969)

Kilmer Job Corps Center

This Center was located in an abandoned Army camp in New Jersey, thirty-five miles south of New York City. Most of the buildings were temporary barracks constructed for troops during World War II. The camp was operated by Federal Electric Corporation, with Rutgers University supplying consultant services. Fry (1966) briefly described this camp and reported on the reading program there.

The Corpsmen are young men between the ages of sixteen and twenty-one from economically depressed areas. Most have not completed high school. The highest enrollment at this camp was 2,100 with 1,580 in attendance when Fry made his report in 1966.

The boys spent half the day in academic preparation (reading and writing, mathematics and science, and social studies) and the other half in direct vocational training. Fry criticized the small amount of time devoted to the teaching of reading. He identified a great need for remedial reading help and lamented the closing of the Remedial Reading Center, which was closed the summer of 1966 when there was a shortage of funds.

Training in Health Occupations Through the Job Corps

Troxell (1970) described the preparation for various health occupations given women and men in Job Corps Centers throughout the country. Job Corps Centers are turning out licensed practical nurses, nurse's aides, medical secretaries, dental and laboratory assistants, and ward clerks. This

article concentrates on programs at the Jersey City Center for Women, where over one-third of its 700 residents are preparing for health occupations, and at the Blue Ridge Center at Marion, Virginia, where its 170 young women are engaged in paramedical training.

The three-year-old Jersey City Center prepares girls to be licensed practical nurses, nurse's aides, dental assistants, and medical laboratory assistants. They combine theory with on-the-job experience in selected hospitals or clinics. At the time of Troxell's article, 230 had graduated and 247 were still in training.

The Blue Ridge Center which opened in November 1967 is operated by the Brunswick Corporation. This Center draws its young women from rural areas in five Appalachian states. Blue Ridge trains nurse assistants, medical secretaries, ward clerks, and food service workers. The longest and most difficult course is for medical secretaries. The Center is completely integrated with about 50 per cent Negro and 50 per cent white. Blue Ridge takes care of recruitment, placement, and follow up. Eighty-five per cent of all graduates are placed.

In both Centers there are recreational facilities and many recreational events are arranged for the Corpswomen to broaden their cultural horizons.

Fundamentals in Teaching Disadvantaged Youth in the Job Corps

What the instructors and administrators learned about teaching disadvantaged youth at Clearfield Job Corps Center in Utah is outlined by Hanline (1969). He identified fundamentals to follow when teaching such youths and he related the experience of the Clearfield Job Corps Center in preparing trainees. He emphasized that the entire program is job oriented. The basic education and avocation courses are taught to reinforce and support the skills taught in the vocational shops. Following are some of the teaching fundamentals identified and used at the Center:

(1) The trainees are no different from anyone else—they only seem so. They only seem different because they have been ignored and passed over so many times that they have learned to cover up their disappointments with many clever defenses.
(2) Prior school or behavior records and standard tests do not predict trainee success or failure. Often those with the worst records do a complete about-face. The desire to succeed seems to be a more consistent and important factor in predicting success.
(3) The trainees will test your stability and sincerity. Their anti-social behavior is often an attempt to test our stability and sincerity and see if we "blow our cool," as they express it.
(4) All training must be job oriented. Emphasizing placement keeps the trainee motivated. Show how each activity pertains to his future job.
(5) Don't be too thorough—be good at a few simple concepts and projects. Emphasize a strong foundation of basic funda-

mentals in vocational training, reading, math, and language arts; and stress the critical need for improved social and personal skill in getting and holding a job.

(6) Keep training do-oriented. Minimize techniques that are based primarily on talking and listening. Instead, place emphasis on activities based around doing and working. You test learning by observing actions and results, not by grading a written test.

Study of Job Corps Curriculum and Facilities

Hoos (1967) assessed Job Corps curriculum and facilities for basic orientation and education of unemployed, disadvantaged, poorly motivated youth. The study of selected Job Corps Centers revealed superior physical facilities but less than satisfactory human relations. The results of this study make up Chapter 6 of her book, *Retraining of the Work Force.*

Guidance and Counseling in Rural Job Corps Centers

An eight-week study (Loughary, 1965) was made of rural Job Corps Centers to clarify and further define guidance and counseling needs of Corpsmen, to understand and describe the guidance and counseling procedures in these centers, and to identify ways in which it could be improved. Although Job Corpsmen had the same kinds of developmental needs as other people, they were generally unable to satisfy these needs without careful assistance.

Recommendations for a guidance and counseling program included (1) direct services for Corpsmen in the areas of self-understanding, environmental information, social adjustment skills, personal decision-making, and problem solving; (2) an information system as a basic component of the program; (3) a comprehensive in-service program for counselors and other staff members; and (4) operational packages of procedural and instructional materials to assist in recurring tasks in the Centers.

Job Corps Terminations

A Continuing Study of Job Corps Terminations (1967) was made to compare the employment status and conditions of Job Corps graduates, dropouts, and discharges before entering the Corps and after leaving it. To evaluate the effectiveness of Job Corps training, out of 4,649 terminations for the period, 1,254 were personally interviewed. Louis Harris and Associates conducted the study and interviewed each of the subjects six months after his termination. The study plan called for a second interview twelve months after the first, and a third, twelve months after the second, to see the long-range impact of the Job Corps experience.

Some of the findings in this interim report are that (1) fewer than half were working at the time they entered the Job Corps; (2) fewer women than men were working and their earnings were significantly lower; (3) urban centers had a significantly higher proportion of graduates

than conservation centers; (4) the median length of time in the Job Corps was 4.3 months; (6) the younger terminations had a lower percentage of graduates; (7) one-third of the post-Job Corps women were working in technical fields, compared with 7 per cent of pre-Job Corps women; and (8) graduates had a higher median hourly pay rate and a larger increase over the pre-Job Corps earnings than did dropouts or discharges.

Corpsmen Adjustment Study

A study was made by Smith (1967) to ascertain the problems confronting Job Corpsmen who have completed their training. Small group interviews were held with seventy-eight former Corpsmen and ten co-workers, and individual interviews were held with thirty-three of their employers in major cities across the country. Results indicated that although the Job Corps has made a strong impact on the attitude and behavior of Corpsmen, there are major problem areas to be dealt with. These problem areas are placement, relations with co-workers and supervisors, and establishment of social relations. Each of these problem areas threatens to erase some of the positive effects that Job Corps residential training has had on a Corpsman.

In regard to placement, state employment commissions were formally charged with placement responsibility and were notified that a Corpsman was leaving a Center. There was very wide dissatisfaction on the part of the Corpsmen with this service, or the lack of it. They charged that little effort was made to place them in jobs that related to their training, and that they were being offered the same jobs as before entering the Job Corps. This identified the greater coordination that was needed with the state employment services.

There has been considerable difficulty in ex-Corpsmen's relations with co-workers and employers that affect their keeping jobs. They have had difficulty in adjusting to the mores of the work situation. Another major cause of problems was Corpsmen's inflexibility and refusal to depart from the way procedures were taught at the Center. They seemed to feel that reprimands in this regard were personal attacks on themselves.

These findings identified areas in which added teaching or new approaches to job preparation were needed. Based on these findings, the writer of the report made the recommendations that (1) recruiters should be better apprised of actual conditions at the Center; (2) liaison with state employment commissions should be improved; (3) placement personnel should receive training to optimize their effectiveness; (4) Corpsmen should be trained not to be overcommitted to a particular routine of performing skills and they should receive more preparation in the nonskills aspect of good job performance; and (5) there should be follow-up facilities to help ex-Corpsmen integrate and adjust to new groups, organizations, and communities.

Closing of Job Corps Centers

A comprehensive review of the experience, problems, and successes of the Job Corps from its founding in 1964 to its cutback in April of 1969

forms the content of the book containing the Congressional Hearings on the Closing of Job Corps Centers. (U.S. Congress, Senate, Committee on Labor and Public Welfare, 1969.) Included in these Hearings is the "Survey of Ex-Job Corpsmen" conducted by Louis Harris and Associates, the Prepared Statement of Job Corps Director William P. Kelly, and Report of the Secretary of Labor on Restructuring the Job Corps. It is of interest to note that in his report (p. 206) the Secretary of Labor recommended that "The distinctive capabilities of State agencies, particularly vocational education systems, should be drawn upon more fully. These agencies should utilize the experiences of the Job Corps and adapt their system to serve effectively the clientele now handled by the Job Corps. Where feasible they should participate as sponsors of centers or provide specialized services to the centers."

National Conference on Residential Vocational Education

This conference was held at Oklahoma State Tech at Okmulgee in February 1969 with the charge to write guidelines for a national program of residential vocational schools which would fill the void between secondary and collegiate academic education. Wayne W. Miller, Project Director, stated in his opening address to the Conference that the "residential school can and must serve the needs of the disadvantaged whether he be a dropout or a disillusioned product of an inadequate national education program." However, he also strongly emphasized that it was his firm belief that residential vocational education cannot be operated successfully for the socioeconomically disadvantaged only, that there must be a blend. (*Consultants' Working Papers,* 1969).

Ten consultants were selected for the study and Conference who are experts in appropriate specialized areas and experience. They presented working papers to the Conference on important aspects of residential vocational education. The topics covered were developing a philosophy; facilities; geographical locations; selection and evaluation of students; special considerations for the socioeconomically, physically, and educationally handicapped student; student life, counseling, and guidance; curriculums, course objectives, and instructional materials; faculty and staff requirements and qualifications for operating; and employment and follow up of students.

The Conference and study were conducted under a grant from the U.S. Office of Education. As stated in the *Consultants' Working Papers,* the overall goal of the Conference was to expand the capability and understanding of selected State and local educators and Federal personnel charged with responsibilities for comprehensive development of residential vocational education programs. From the working papers and discussion at the Conference, *Consultants' Summary Papers* (1969) were prepared for presentation at nine regional vocational education conferences. The major issues identified at the Conference were (1) concern over the broad age coverage and the feasibility of training the ages of fourteen to twenty-one as a merged group, (2) the overall role of residential vocational schools,

and (3) the socioeconomic groups to be served. It was the unanimous opinion of the participants that two distinct programs should be developed for students of high school and post-secondary abilities because the social and physical maturity of students in such a wide age spread is too great to handle in a single unit. It was recommended that separate facilities and programs on adjoining sites would be desirable. There could be complementary and supplementary educational and training programs, but the social activities should be different programs to achieve good results. It was stated that the residential vocational center concept should give primary consideration to rural and isolated youth for whom commuting is impossible. Further, that residential vocational centers are appropriate for urban and suburban youth when special course offerings that meet their needs are not available in their urban area. Interstate and regional planning was recommended.

From the efforts of the consultants, participants, and staff of the national conference and nine regional conferences, *A Guide for the Development of Residential Vocational Education* (1969) was established. The guidelines embody the recommendations from the summary papers cited above with detailed recommendations in the topic areas covered by the consultants. The primary purpose of the guide is to provide some concensus by experts and interested parties in the task of molding public policy relative to residential vocational education.

Evaluation of Residential Schools and the Essential Factors which Contribute to Their Operation

Dr. George A. Parkinson (1969) was the principal investigator of the above named study. Milwaukee Technical College under a grant from the Department of Health, Education, and Welfare was charged to determine the feasibility of establishing model residential vocational schools to serve the needs of disadvantaged youth between the ages of fourteen and twenty-one. Results of the study were based on an analysis of practices in thirteen residential schools across the country. Some were definitely established vocational schools, while others were of a typical secondary school nature. The latter were included because their experiences would have both direct and indirect application, and because of the relatively few residential vocational schools available. Significant aspects of total institutional operations were evaluated. The four major areas of analysis were organization and administration, instruction, student services, finances, and staff.

While the Oklahoma conference and study referred to in the previous section appeared to use Oklahoma State Tech as its model, this Milwaukee study was based on the residential vocational school concept as expressed in the intent of the Vocational Education Amendments of 1968, i.e., to serve disadvantaged youths who can profit from residential living and vocational training. Both studies agreed, however, that ages fourteen through twenty-one was too broad an age group to serve in a merged educational setting. The Milwaukee study recommended that age sixteen be the lower

limit of acceptance for students, rather than age fourteen as provided for in the Act. The Job Corps also sets the lower age for its enrollees at sixteen. Both studies recommended that adjacent building areas be provided to separate the younger students from the older ones.

Location of Residential Vocational Schools. The Parkinson, *et al.,* Milwaukee report recommended that the residential school be located within commuting distance of a large center of population. The rationale for this was that the greater number of students will come from urban centers. Also, a large city makes possible more opportunities for employment and other resources. The existing vocational-technical education facilities in an urban area can be used to supplement the school's program. In contrast to this, the guidelines from the Oklahoma study state that "Ideally, residential vocational schools should be located in a semi-rural centrally located area in order to provide a change in the socioeconomic environment of urban youths and a familiar place for rural youths to prepare for future employment."

The Job Corps program started out with the philosophy of the value of the removal of disadvantaged urban youth far from their urban environment. The practice was to transport them to a more rural area in a different part of the country. The Job Corps experience revealed that this contributed to a highly early dropout rate. The very foreign new environment and the psychological effect of great distance from home created discontent and led to low retention rates compared to ruban centers. The results of the Job Corps conservation centers in rural areas were disappointing. The average educational gain of their enrollees was less than two-thirds that of men's urban center enrollees. The results and problems in the conservation centers prompted the Labor Department to close most of these centers. Although there has been great retrenchment of the whole Job Corps program, emphasis now is on urban centers. It is felt this will provide more specific ties to job market opportunities and will provide a base for post-enrollment supportive services. (Manpower Information Services, "Job Corps," *Reference File.*)

Funding and Financing. The Parkinson, *et al.,* Milwaukee study recommended that Federal funding be made available for purchase of a suitable residential vocational school site, planning and consultant services, construction, equipment costs, and continued financial support beyond the initial three-year period. The rationale for this was that since the initial schools have been designated as national models, the original cost should be carried by the Federal government. It will take more than three years to solidly establish a residential vocational school; consequently, some arrangement should be made for the Federal government to continue funding at a decreasing rate of participation. It also was recommended that each state or area in which a model school is located have the tax base capability of financing the school when Federal funds are reduced or eliminated.

Factors Contributing to and Factors Deterring Success. Officials of the schools involved in the Milwaukee study identified qualified instructors and public support, both hinging on funding, as the primary factors con-

tributing to success. There was a consistency of response by these school officials in focusing on limited funds as their greatest problem. Other deterring factors emphasized were lack of public acceptance, immature students, and loss of control over admissions and placement.

SUMMARY AND CONCLUSIONS

The legislative mandates calling for the establishment of residential vocational school programs were reviewed and placed in historical context. The three Acts in Federal legislation specifying Residential Vocational Schools or embodying that concept are the Vocational Education Act of 1963, The Vocational Education Amendments of 1968, and the Economic Opportunity Act of 1964. The first two Acts direct that in establishing such schools, special consideration be given to the needs of large urban areas having substantial numbers of youth who have dropped out of school or are unemployed. Although the Acts of 1963 and 1968 authorized residential vocational schools, funding was never provided. The Economic Opportunity Act of 1964 created the Job Corps. The Job Corps has provided the greatest body of experience in residential vocational education for the disadvantaged. At the beginning, the funding of the Job Corps was sufficient to provide a nationwide program. Problems developed in some of the camps which aroused public displeasure in the program and cause a restructuring of the Job Corps and a severe cutback in its programs. This experiment, however, has provided valuable data about the operation of residential vocational programs for the disadvantaged. The Congressional Hearings on the Closing of Job Corps Centers and the Milwaukee and Oklahoma studies all identified and emphasized the great contribution to the national welfare that residential vocational schools can make and the void in our educational system that such schools can fill.

Outside of the Job Corps, there are few residential vocational schools that are operating and there is little in the literature about them. Most examples have been experimental models or pilot projects that closed when the funding stopped. Some of the programs reviewed are the Haskell Institute (Kansas), North Georgia Technical and Vocational School, University of South Florida Program for Young Migrant Farm Workers, Tuskegg Institute Retraining Project, Mahoning Valley Vocational School (Ohio), Oklahoma State Tech, and Mayo State Vocational School (Kentucky).

Two national studies on Residential Vocational Education funded by the U.S. Office of Education were reviewed. The National Conference on Residential Vocational Education held at Oklahoma State Tech in February 1969 provided the reports issued as *Consultants' Working Papers* and *Consultants' Summary Papers,* and later the publication of *A Guide for the Development of Residential Vocational Education.* Dr. George A. Parkinson (1969) was the principal investigator of a study done at Milwaukee Technical College on *Evaluation of Residential Schools and the Essential Factors which Contribute to Their Operation.*

Residential facilities in vocational schools serve two main purposes: They provied a healthy, constructive learning and social environment for those whose home environments are destructive to learning and forming good social and working relationships. Residential vocational schools also enable youth in sparsely populated sections of the country where commuting is impossible to receive vocational training. The residential setting enables the school to provide for the comprehensive needs of the student in a controlled environment. Although the emphasis in Federal legislation has been on serving the disadvantaged, residential vocational schools can help fill an educational vacuum in our school system for a broader segment of the population.

The National Advisory Council on Vocational Education (1970) identified the need for residential vocational schools in their *Third Report* and requested funding. They called for the establishment of residential schools for those who need them most, and stated,

> There is mounting evidence that America must make an investment in residential schools for some adolescents who cannot cope with their homes or their neighborhoods. A nation whose boarding schools are conducted only for the wealthy and for those under juvenile court sentence has misplaced its priorities. There are young people who will respond to remedial education and career preparation only if separated from home and neighborhood conditions which make it impossible for them to learn in a day-school setting. Every major metropolitan community and every poor rural area needs a residential school for such youngsters.
>
> Congress has never made a clear decision on whether a national investment in residential schools for disadvantaged youth should be made and, if so, under what auspices it should be conducted. The Job Corps was a courageous experiment in the Economic Opportunity Act of 1964. Some Job Corps centers, located near urban areas and serving young people sixteen years old, have been notably successful. The Advisory Council recommends that the residential school provisions of the 1968 Vocational Amendments be funded.

The need for residential vocational schools has been recognized and the concept embraced, but Federal funds have never been appropriated to create and operate such schools. The main problem of the experimental residential programs that have been tried and the few presently operating schools is the lack of funds. Federal funding is called for, but it needs to be of the amount and for the length of time to firmly establish such schools. The temporary and emergency nature of many federally supported programs has been a handicap to real planning and program building.

The federal legislation which passed appropriating funds for education for fiscal 1971 did not earmark any funds for residential vocational schools. In view of the history of authorization without providing appropriations, a serious look will have to be taken in 1972 when the provisions of the

Vocational Education Amendments of 1968 authorizing such schools expire. Nineteen hundred and seventy-two can be a critical year of decision revealing how the needs served by residential vocational schools fit into our national priorities.

Implications for Action

Vocational educators who wish direct guidelines for implementing the Vocational Education Amendments of 1968 as they relate to Residential Vocational Schools should refer to *A Guide for the Development of Residential Vocational Education* (1969) described in an earlier section of this report. These guidelines are the outcomes of the conference on this subject held at Oklahoma State Tech in February 1969. It should be kept in mind, however, that this conference appeared to focus on Oklahoma State Tech as a model and much of their emphasis was upon serving sparsely populated rural areas. The Guide provides a comprehensive report and the *Consultants' Summary Papers* (1969) and *Consultants' Working Papers* (1969) provide in depth coverage. These guidelines deal with the questions of who should be served, kind of curricula, staff and faculty requirements, location of school, facilities provided, and employment and follow-up of students.

The study that focused more directly on serving disadvantaged urban youth through residential vocational schools is the previously described study by George A. Parkinson, *et al.* (1969) of Milwaukee Technical College. This study provides vocational educators with directives for organization and administration, finances, student services, instruction, and staff.

These two major studies make a significant contribution to those involved in establishing or developing a program of residential vocational education.

The biggest challenge facing vocational educators desiring to establish residential vocational schools is securing adequate funding. In view of the history of Congress in providing authorization without following up with appropriations for residential vocational education, those convinced of the contribution such schools would make to our youth and to our educational system must build a compelling case justifying the cost and demonstrating the need. Thorough research is needed on the number of persons and their characteristics who are not and cannot be served adequately by existing programs of vocational education but who would benefit from such residential programs. Identifying the number of young people in the United States who would benefit from this type of school would contribute valuable evidence.

Since federal funds have not been appropriated for the authorized demonstration residential vocational schools, the few existing residential programs that have been established must be used to identify the need, justify the costs, and demonstrate the results obtained. Thorough and long-range research is needed to assess the outcomes and costs of the few established programs. Follow-up studies of persons attending these schools

should be made. Through their findings, vocational researchers may be able to build such a compelling case that Congress or other sources would provide funds for this need.

Professional organizations in vocational education could initiate action by sponsoring such research. They also could use their influence to solicit funds from foundations to establish a model to demonstrate what could be done.

State governments should consider taking the initiative in view of federal inaction and include residential schools in their state plans for vocational education. This would call for state funds and cooperation among many agencies, both public and private. This would demonstrate the felt need and spotlight its priority. Where the need is sufficiently pressing and the commitment great enough, such schools can be established. This might motivate the federal government to commit additional funds and take another look at its priorities.

Whether or not residential vocational schools become a part of our educational system depends upon our commitment to the concept and on our priorities. The programs to date testify to the contributions to be made by residential schools in vocational education and they provide a foundation of experience upon which schools of the future can be built.

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